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# THE MAYOR'S COMMITTEE

# WHAT?

## POLICE

**69-08 LAB STUDY**
To improve capability of BPD lab facilities.
$ 5,000

**69-15 RIOT EQUIP.**
Defensive equipment; means of facilitating identifications in riot situations.
$ 5,000

**69-16 RIOT TRNG.**
Design & implementation of riot training program for BPD.
$21,830

**69-34 RECRUITMENT**
Personnel study to identify need; development of comprehensive plan for recruiting.
$18,000

**69-66 DATA HANDLING**
Study of BPD information systems and needs.
$30,300

**70-06 LAB STUDY**
continuation of 69-08.
$ 10,000

**70-96 IN-SERVICE TRAINING**
Areas: legal issues; investigative techniques; courtroom skills; Spanish; urban affairs.
$ 91,400

**70-99 COMMUNITY SERVICE OFFRS.**
To provide 10 Spanish-speaking aides in certain police districts.
$ 24,817

**70-101 SPECIAL SKILLS**
To hire management & planning administrators for BPD Bureau of Field Operations.
$ 31,000

**70-106 TELEPROCESSOR**
Terminal to link BPD with Dept. of Public Safety/Law Enforcement Agencies Processing System.
$ 918

**70-107 COMMAND & CONTROL**
Implementation of new command & control system; design of central records bank; development of resource allocation mechanism.
$350,000

**DF-594 ADVISORS**
To provide a fulltime legal advisor & part-time psychiatric consultant for BPD.
$ 25,000

**DF-145 TRAINING KEYS**
To develop and distribute training materials for BPD.
$ 5,600

**DF-143 LABORATORY IMPROVEMENT**
Purchase of needed spectrographic equipment for BPD lab.
$ 60,000

## CITIZEN SECURITY

**70-141 VERTICAL POLICING**
Combined Boston Housing Authority/BPD program testing varied crime prevention strategies in 2 Boston housing projects.
$173,540

**70-19 NEIGHBORHOOD SECURITY**
Experimental use of specific strategies keyed to crime problems in target neighborhoods; "My Friend the Policeman" program; reinstitution of police lineup system.
$200,000

## COURTS

**69-33 INTENSIVE JUVENILE PROBATION**
Expansion of probation services for juveniles in "high-risk" districts.
$ 45,000

**70-37 INTENSIVE JUVENILE PROBATION**
continuation of 69-33
$ 44,294

**70-42 ROXBURY COURT CLINIC**
Coordinates court, community and agency efforts to prevent delinquency via community organization & psych. supervision. $ 50,000

**70-45 PSYCH. SERVICE TO DELINQUENTS**
(through Blue Hills Progrm. of Citizenship Training Group) -- mental health services for delinquents & their families.
$ 50,000

**70-49 MODEL PROBATION OFFICE**
To improve range, extent & quality of probation services now offered by Boston Juvenile Court. $ 49,320

**70-50 PROBATION VOLUNTEERS**
Use of local community members to alleviate probation caseload problem. $ 30,000

## CORRECTIONS

**70-47 JUVENILE RESIDENTIAL CNTR.**
A Dorchester center run by DARE Inc. for youths referred by DYS or Div. of Child Guardianship
$ 45,842

**70-52 RELEASED OFFENDERS**
To aid incarcerated offenders in the transition to life outside: work-release & counseling programs.
$100,000

**70-54 DEVELOPMENT OF COMMUNITY-BASED REHABIL. CENTER**
As alternative to incarceration.
$100,000

**70-57 REFERRAL HANDBOOKS**
Development of handbook to aid YAC staff in referring juveniles to appropriate agencies
$ 9,927

**70-61 DEER ISLAND EDUCATION**
College courses through Harvard U. for qualified inmates.
$ 10,135

**70-63 COUNTY REFERRAL**
Work-release, follow-up & referral program for Deer Island inmates.
$ 30,000

## SPECIAL PROJECTS

**DF-73 DRUGS**
Funding to help the city continue the TURNOFF program.
$150,390

**70-73 ALCOHOL DETOX**
Pick-up, detoxification & aftercare for homeless alcoholics in the South End.
$150,000

**70-23 VIOLENT CRIME**
Research into ways of treating violent offenders.
$ 25,000

**70-46 PRE-DELINQUENTS**
Application of behavior modification therapy to very young, troublesome children. $ 25,000

## SUFFOLK D.A.

**69-63 MANAGEMENT STUDY**
To identify administrative problems in D.A.'s office and recommend improvements.
$ 16,000

**69-22 STUDENT PROSECUTORS**
Using selected law school students as district court prosecutors.
$ 5,000

**70-18 WITNESS SECURITY**
In co-op. with BPD, Suffolk Co. & Federal forces -- to design a facility for housing & protecting key witnesses. $ 25,000

**70-103 COURT PROSECUTORS**
Hiring trained lawyers to replace police prosecutors in 3 Boston courts.
$ 34,525

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The Commission recommends:

In every state and every city, an agency, or one or more officials should be specifically responsible for planning improvements in crime prevention and control and encouraging their implementation.

-- Report of the President's Commission on Law Enforcement and the Administration of Justice

To encourage the development of criminal justice offices, we recommend that the LEAA and the state planning agencies created pursuant to the Omnibus Crime Control and Safe Streets Act take the lead in initiating plans for the creation and staffing of offices of criminal justice in the nation's major metropolitan areas.

-- Report of the President's Commission on Violence

The pervasive fragmentation of police, court and corrections agencies suggests that some catalyst is needed to bring them together. An assumption that public agencies will operate consistently can no longer suffice as a substitute for deliberate action to make it happen in real life. Arrested offenders -- the common target or client of criminal justice agencies ---- afford their only continuous link today. ...A full-time criminal justice office should be considered basic to the formation of a criminal justice system...Whatever the form of the new agency, its basic purposes would be to allocate resources, to introduce innovation within as well as among the constituent agencies so as to improve the fair and effective processing of cases and to develop understanding and respect among the component parts of the system.

-- Professor Daniel Freed, Yale Law School, essay: "The Non-System of Criminal Justice"

MAYOR KEVIN H. WHITE'S SAFE STREETS ACT ADVISORY COMMITTEE IS THE CITY CRIMINAL JUSTICE PLANNING AND COORDINATION AGENCY CHARGED WITH RESPONSIBILITY FOR ADMINISTRATION OF FEDERALLY-FUNDED CRIME PREVENTION AND JUSTICE SYSTEM IMPROVEMENT PROJECTS FOR BOSTON UNDER THE FEDERAL SAFE STREETS ACTS AND OMNIBUS CRIME CONTROL LEGISLATION OF 1968 AND 1970.

## Introduction

It is unnecessary to convince any urban resident that crime is a pervasive force in our society. Every one of us, every day, is in some sense a victim of crime. And with the tangible effects of crime -- physical harm and monetary damage -- there comes a powerful and understandable psychological effect: fear. Worst of all, crime and fear may bring apathy, a feeling that government no longer has the ability or commitment to protect its citizens. In some crime-torn sections of America's cities, the point of apathy has been reached.

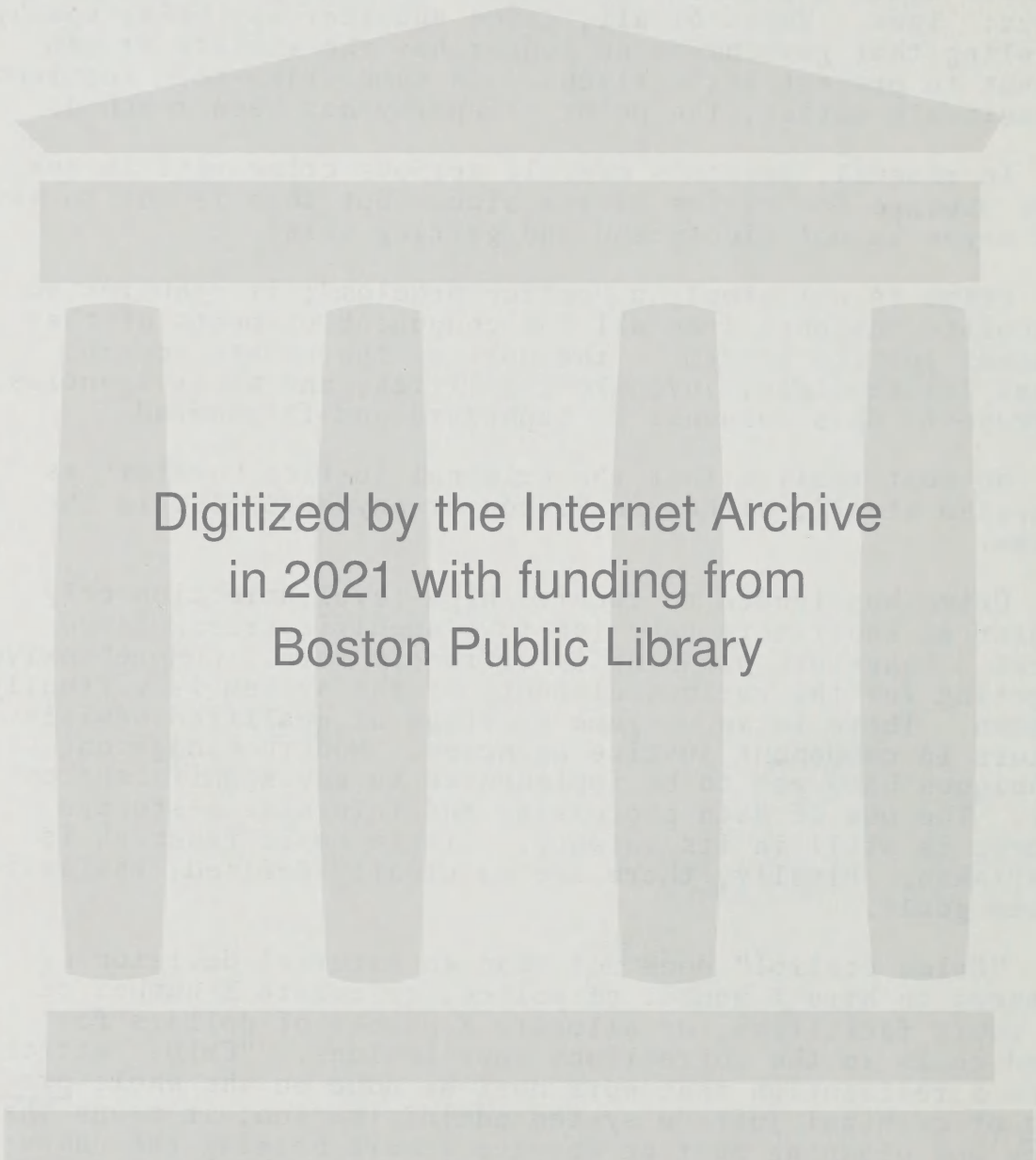
In general, Boston's overall serious crime rate is not above average for cities of its size. But this is not to say that crime is not sidespread and getting worse.

Crime is not simply a "police problem"; it requires an articulate response from all the component elements of the criminal justice system -- the police, the courts, correctional institutions, juvenile facilities, and other agencies. At present, this response is haphazard and fragmented.

We must realize that the criminal justice "system" is no system at all, either in Boston or anywhere else in the nation.

Crime has tended to receive high-level attention only insofar as short-term reaction to a specific crisis is required. Long-term planning is extremely rare. Comprehensive budgeting for the various elements of the system is virtually unknown. There is an extreme shortage of qualified administrators in component justice agencies. Modern management techniques have yet to be implemented to any significant extent. The use of data processing and information-storage systems is still in its infancy. Little basic research is undertaken. Finally, there are no clearly-defined, realistic system goals.

"Crime control" does not mean an external decision by planners to hire X number of police, or create X number of new court facilities, or allocate X number of dollars for added cells in the corrections institutions. "Crime control" means a realization that work must be done on the whole process of criminal justice system administration; it means that money and planning must be devoted toward helping the component agencies of the justice system increase their own capabilities to deal with the problems that arise within their area of responsibility; it means working toward change. Meaningful change cannot be imposed by a planning agency -- it must be developed by sustained cooperative effort. And it takes time.



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# BACKGROUND

## Background: Federal Legislation and Local Response 1965-1971

In March, 1965, President Lyndon B. Johnson established the President's Commission on Law Enforcement and the Administration of Justice to recommend ways of improving the nation's prevention and control of crime. Congress subsequently passed the Law Enforcement Assistance Act of 1965, which authorized the Attorney General, through the Justice Department Office of Law Enforcement Assistance (OLEA) to make grants directly to public or private agencies.

Through July, 1968, OLEA awarded approximately $19 million for projects throughout the country, of which the Boston Police Department received about $160,000; no other Boston criminal justice agency received funds under this statute.

In June, 1968, Congress passed the Omnibus Crime Control and Safe Streets Act of 1968 (P.L. 90-351), repealing the 1965 act and placing more emphasis on planning, coordination of effort, research and development. Pursuant to the 1968 legislation, the Law Enforcement Assistance Administration (LEAA) was created, to administer programs at the Federal level and to serve as the funding channel. Further legislation in 1970 emphasized the creation of local-level criminal justice coordinating councils as a priority area.

Boston Mayor Kevin H. White appointed a Coordinating Committee for the Administration of Justice in October, 1969; a citizen-based Mayor's Advisory Committee on Law Enforcement was formed a month later. November 1969 saw the receipt of Boston's first grant under the Safe Streets Act. A staff director was hired at the start of 1970 and additions were made to the staff in the early part of that year. The staff became known as the Office of Justice Administration.

Through the Office of Justice Administration, an initial comprehensive plan was developed for Boston in early 1970; state and Federal approval of this plan, along with state and Federal acceptance of city proposals in various additional discretionary and competitive funding areas, led to the award of approximately $2 million in Federal funds from LEAA to Boston on the basis of 1970 activity.

In mid-1971, the existing two-committee structure (Coordinating and Advisory) was realigned to form the Mayor's Committee for brevity's sake; the Office of Justice Administration was then redesignated as the Staff of the Mayor's Committee.

## A City-Level Justice Agency: Goals, Functions and Responsibilities

A clear definition of goals is the foundation for progress and change in the criminal justice system. Yet there are many possible levels of goals; some are ideal and some are realistic; some make much more sense than others in the day-to-day world of urban government -- and some are more credible than others when seen against the backdrop of a city population that wants something done right now.

The goal-setting process must take into account the several quite different types of problems faced by a city-level justice agency in planning and implementing mechanisms to effect change. Four main problems emerge clearly:

- crime problems themselves -- i.e., assaults, robberies, burglaries, auto thefts, juvenile crime, etc.
- institutional problems: needs within the component agencies of the local justice system.
- systemic problems: those faced by planners in attempting to achieve an overview of the whole system.
- the problem of public expectation: the balance of short-term impact against long-range change.

In this context, the goal-setting process involves more than simply answering the question "What needs to be done?" It also involves answering the more difficult questions: "What, realistically, can we do?" and "What must we do now to fulfill the public's legitimate demand for action?".

On the most general, the most ideal, level, there are certain goals that are not open to serious question:

- to reduce the incidence of crime in the city.
- to provide a judicial process that is both efficient and just for all defendants.
- to make rehabilitation the keystone of the corrections system and by effecting rehabilitation to reduce the staggering recidivism rate.

Important as these goals are conceptually, they stand at the end of a very long highway upon which we have just embarked. An ideal criminal justice system would achieve these goals. What, then, must be done to initiate the process of bringing the existing local justice system some steps closer to the ideal?

First of all, we must realize that long-range change must take place within the component agencies of the justice system themselves; no planning agency and no amount of Federal money can impose change successfully without the interest, advice, and cooperation of the line agencies which have the ultimate responsibility for street-level action within the criminal justice system. "Comprehensive planning" and "creating a system" are empty catch-phrases unless they refer to a cooperative process through which a planning and funding agency, such as the Mayor's Committee staff, and line agencies work together to raise line agency capabilities and to increase interagency responsiveness to shared problems. The process is slow, but in Boston over the past two years there are very clear indications that the process has, at least, begun.

In light of these considerations, a more realistic working goal can be stated:

> To encourage, aid in developing, and financially support projects which upgrade the efficiency and capabilities of the component agencies of the local criminal justice system, and, by combining the long-range continuance of such assistance with the elaboration of system-wide priorities in a coherent overall planning process, to generate both change and improvement in the functioning of the criminal justice system.

"Improvement" should be reflected in progress toward the optimum goals already discussed, but the building of a system is a primary step, and a goal in itself.

Given the working goal stated above, we turn to the basic functions of a city-levle criminal justice agency. The range of functions performed by the staff of the Mayor's Committee includes:

1. Comprehensive planning.

2. Continuing analysis of the criminal justice system.

3. Technical assistance to line agencies in proposal development and planning.

4. Action program proposal review and funding.

5. Management of selected demonstration programs.

6. Monitoring and evaluation of action programs.

7. Coordinating, convening and public education.

In extreme shorthand, these functions boil down to working with line agencies to determine what needs must be met to upgrade the components of the local justice system, generating the Federal funds necessary for action, funding the appropriate line agency to handle the task, and checking the results to determine whether the expenditure was worthwhile.

But a shorthand treatment overlooks the intricacy and interrelationship of these functions, all of which are explained in some detail below.

1. Comprehensive Planning

Overall planning -- the wide-angle view -- is what the justice system desperately needs, and an intermediate agency such as the staff of the Mayor's Committee is uniquely situated to provide such a wide-angle view. Federal funds could, of course, be channeled directly to the line agencies involved, but there would be major drawbacks. Virtually no local justice system agencies have a sophisticated planning and research capability; most component agencies are necessarily preoccupied with their own specific short-range problems.

Comprehensive planning involves the following sub-functions:

- description of problem areas and needs within each component agency.
- setting objectives for action in these areas.
- determining priorities.
- developing ideas for action programs.
- making recommendations for implementation of program ideas.

2. Continuing Analysis of the Criminal Justice System

Basic, continuing statistical research on various problem areas. A prime example of needed output in this area

is the report issued in mid-1971 by the staff of the Mayor's Committee. Called Crime in Boston, it presented an exhaustive analysis of certain serious crimes in 81 Boston neighborhoods. Yearly updating of such statistics can provide a vital planning tool, and can serve, with obvious limitations, can serve as a gauge of program impact. Management studies provide a further example of needed basic analysis.

3. Technical Assistance to Line Agencies

Such assistance is particularly important in the area of proposal development and identification of funding sources; many local agencies lack the peculiar expertise required to grapple with Federal administrative and fund-flow bureaucracy.

Research assistance can also be provided to line agencies: either in the form of strategic research, on policy issues and planning, or tactical research, on specific agency problem areas.

4. Action Program Proposal Review

This function encompasses the extraordinarily complicated application and grant-management process through which Federal Safe Streets funds are generated and channeled to the local level. Centralization of these administrative responsibilities with one agency -- the staff of the Mayor's Committee-- avoids duplication of much time-consuming effort.

5. Management of Selected Action Programs

The staff of the Mayor's Committee has undertaken management functions on a small number of projects which fill system voids -- that is, projects which operate in specific problem areas where action is needed, but where no city agency exists under whose aegis the project logically fits -- and on certain projects which require inter-agency participation and cooperation on such an extensive basis that management by any single participant agency would be impractical.

6. Monitoring and Evaluation of Action Programs

Continual monitoring of all Boston Safe Streets projects, whether managed by line agencies or in-house, is an important function of the staff of the Mahor's Committee, and a logical function in view of the responsibilities of the Mayor's Committee staff in the areas of continuation funding and ongoing grant-management. Monitoring and evaluation lay the basis for many decisions:

-- to apply for continuation funding

-- to modify an ongoing program strategy

-- to expand a localized program to other areas in the city

-- to discard a project altogether

7. Coordinating, Convening and Public Education

To a very great extent, "coordination" cannot be isolated as a separate function, since coordination describes the process which underlies both system-wide planning and program development. But Mayor's Committee staff members perform many further liaison and inter-agency contact functions which fall under a separate and more personalized category. In addition, the Mayor's Committee and staff provides a logical focus for convening meetings of justice system agency representatives and community leaders to discuss current crisis situations -- high school and college campus violence, for example. Public education involves the disseminiation of information: keeping both other city agencies and the general public abreast of plans and programs, and hopefully creating a reasonable level of public expectation.

Current Responsibilities

The initial process of comprehensive planning and priority-setting for the Boston justice system was undertaken during the development of Challenging Crime, a comprehensive plan issued in early 1970 by the Mayor's Committee staff, then known as the Office of Justice Administration.

Current staff responsibilities are, to a very significant extent, involved in the provision of support and administrative services for the more than 30 Safe Streets projects for which LEAA has awarded Federal funds in Boston. Many of these projects focus on the 11 priority areas identified in Challenging Crime:

- Need for citizen security in high-crime areas.
- Need for improvement in police response time and resource allocation.
- Need for a district court prosecutor program
- Need for increased effectiveness in the criminal courts

- Need for improvement of rehabilitation in the corrections system.
- Need for new approaches for dealing with delinquency.
- Need for alternatives to present mechanisms for dealing with violent crime.
- Need for an effective city drug program.
- Need for a comprehensive alcohol program.
- Need for new strategies against specific crimes, especially auto theft and burglary.
- Need for a metropolitan-level justice agency.

The importance of the development of a comprehensive city plan in generating Federal funding is discussed in a later section. The impact of the various projects and their distribution, by agency and by geographical area, are discussed in another section of this report.

Though grant-management necessarily occupies a sizeable amount of staff time at present, planning and grant-management intersect: success or failure of action programs affects the planning process, and, in turn, the planning process sets and modifies the guidelines within which programs are developed.

The projects which now occupy staff energy are referred to as "1970 projects" but the term is somewhat misleading; it refers to projects which are the outgrowth of proposals submitted in 1970, many of which, jowever, were not approved and awarded funds until the closing weeks of that year. The majority of these projects are now operational; some, due to the lengthy time-lag involved in the initial phases of the administrative fund-flow process, are just beginning.

Plans and proposals for "1971 projects" are now in the development stage; it is expected that a major portion of 1971 funding will be allocated for continuation of exisiting 1970 projects in high-priority areas. New areas for probable funding include the implementation of an Experimental Public Safety Helicopter Patrol, and the organization of a high school and campus crisis intervention unit. More concrete information on the level of funding for "1971 projects" will be available in a subsequent report.

Problem Areas

This summary would be imcomplete without some discussion

of the pitfalls and problems which, experience has shown us, may befall a city-level criminal justice agency. Some of these problems are external -- that is, they arise in the context of the planning agency's relation to line agencies within the system and the system itself. Others are internal; they arise within the planning agency.

External problems include the following:

- The single-agency approach: the danger that during the cooperative planning process one agency whose voice is loudest may seek a disproportionate share of funding.

- The grab-bag syndrome: the danger that line agencies may regard the planning agency as a convenient funding source and disregard its necessary long-term function as a fulcrum for system-wide planning and analysis.

- Public expectation: the danger that the planning agency may create a totally unrealistic level of expectation among citizens who are demanding, legitimately, that crime be reduced now.

A well-defined planning and priority-setting process, in which line agencies are actively involved on a cooperative basis, is generally effective in avoiding the first two of these external problems. Realistic goal-setting -- and the dissemination of this information to the community -- can minimize the problem of over-expectation.

Internal pitfalls include:

- Self-definition: a clear conception of the role of a city-level justice planning agency must guide its decision-making; to a very large extent this definition emerges from the process of realistic goal-setting -- but it must be clearly communicated both to line agencies and to other elements of the city government structure.

- Overextension: the problem of trying to do too much too soon -- of not realizing that there are limits to the range of possible changes that can be worked in a short-term context; overextension can also result from a planning decision which emphasizes achievement in quantitative terms rather than in terms of qualitative improvement in priority areas.

- The function-changeover dilemma: after comprehensive planning is undertaken, priorities are set, and

action programs are undertaken, there is a natural changeover of function within the planning agency to tasks of a grant-management nature; this changeover must be balanced against the continued need for an ongoing planning process (or activities of research and evaluation, within the "planning" sphere, which lay groundwork for future years' plans).

-- This problem incorporates the difficulties faced in attempting to foster a process of cross contribution between action programs and the planning process; there is danger if these functions are allowed to become totally isolated from each other.

- Fund-flow and information problems: the time-lag involved in pumping funding through the elaborate Federal-state-city network may cause staff demoralization in both the planning agency and line agencies. (It takes anywhere from 8 to 12 months after the submission of an application before the first funds reach street level). Further, the fund-flow problem undermines agency credibility in the community -- the agency promises to implement an action program and then cannot act for the better part of a year. In addition, the fund-flow tie-up means that planning for year-2 must be undertaken before the results of year-1 projects are visible.

- The super-agency syndrome: city-level justice planners must never lose sight of the fact that ultimate responsibility for dealing with real-life problems in the justice system rests with the line agencies themselves; no super-agency can impose policy or enforce change unless it is built successfully from within existing agency structure.

State of the Art

Justice system planning for Boston has just begun. The staff of the Mayor's Committee do not claim to be "experts" in this field, and it would be naive to seek immediate "success", however defined, in improving the local criminal justice system. Hopefully, the 37 projects upon which work has now been undertaken will point the way for future efforts. The next few years will doubtless see further refinements and greater concretization in a process that is now still fluid and still developing. But unless the groundwork for comprehensive planning is established now, Federal funding -- no matter how great the amount -- will provide only superficial assistance to a justice system that is no system at all.

In creating the Mayor's Committee and its staff, the City of Boston has made a major commitment toward the realization of long-term improvement in the quality of justice. We must not lose sight of that commitment.

# FUNDING

## Sources of Funds

To date, the expenses of all Boston Safe Streets Act programs, including expenses for administration and evaluation, have been met from Federal funds granted by the Law Enforcement Assistance Administration.

Each year, LEAA distributes 85 per cent of its funds to state planning agencies, based on comprehensive statewide crime control plans submitted by each state. Within each state, local cities and town compete for funding from their own state's total award.

The remaining 15 per cent of LEAA funds each year is made available directly from LEAA to local government units (like Boston) on a regional competitive basis in the form of "discretionary grants."

Thus there are two basic channels through which the City of Boston can receive crime control funds:

- State Grants
- Federal Discretionary Grants

Each of these sources is described in more detail below.

## State Grants

Eighty-five per cent of LEAA funding is distributed to the states on the basis of population. Funds received by Massachusetts and projections for future funding are as follows:

1969 - $ 665,500

1970 - 4,902,000

1971 - 9,424,000

1972 - 20,320,000

1973 - 33,475,000

1974 - 33,500,000

1975 - 33,975,000

This money is distributed to the states in very broad program-area groups, such as management studies, juvenile delinquency, corrections, etc., and is then broken down at the state level into a larger number of highly specific project areas, in which specified sums are made available to local cities and towns on a competitive basis. In Massachusetts, the state-level body which administers LEAA funds is the Governor's Committee on Law Enforcement and the Administration of Justice -- called, for convenience, the Governor's Committee. The Governor's Committee breaks down Federal funds into approximately 120 distinct project areas for local funding purposes.

It is the policy of the Governor's Committee to distribute funds to local government units in three ways:

1. non-competitive grants
2. competitive grants
3. planning grants

1. Non-Competitive Grants

These grants are termed "non-competitive" in the sense that their award is contingent upon a mutual state / city agreement on priorities and needed programs. The basic process involves the following initial steps:

- The development and writing of a comprehensive city plan for the use of LEAA funds on crime control and prevention projects.
- State-level approval of the city's comprehensive plan, and inclusion of the city plan in the state's comprehensive plan.
- LEAA approval of the overall state plan
- State-level authorization for the city to write and submit an application in the non-competitive area.

Although projects initiated through the procedure described above are termed "non-competitive", they still require the submission of detailed proposals and workplans.

Challenging Crime, the City of Boston comprehensive plan developed in early 1970, enabled the state to allocate funds

for Boston's priority projects specifically on a non-competitive basis. The projects funded as a result included the following:

70-19 Neighborhood Security

70-23 Violent Crime Project

70-42 Roxbury Court Clinic (Urban Area Community Prevention)

70-46 Pre-Delinquency Project

70-52 Services for Released Offenders

70-54 Community-Based Rehabilitation

70-73 Alcohol Detoxification

70-107 Police Command and Control

Funding for these projects totaled $1,000,000, or 40 per cent of all funds available, statewide, in the non-competitive category.

2. Competitive Grants

Based on its own comprehensive plan, the Governor's Committee each year prepares a detailed list of projects for which local units of government are eligible to submit proposals; flexibility in a city or town's use of these funds is limited -- they are ticketed for definite purposes and are available for that use only, on a competitive basis. In 1970, Boston filed proposals on 27 separate competitive projects, on behalf of such local justice system components as the Boston Police Department, the Youth Activities Commission, the Suffolk County District Attorney's Office, and the Department of Penal Institutions, among others.

3. Planning Grants

The state awards planning grants to regional units of government which demonstrate the ability to conduct a comprehensive planning process designed to thoroughly research existing data on crime problems and to develop new approaches

for dealing with them. The City of Boston has received such planning grants in both 1969 and 1970; Challenging Crime, issued in early 1970, serves as a model planning document.

Federal Discretionary Grants

These are awarded directly by LEAA to local government units on the basis of a highly competitive application process in which applicants must demonstrate both the importance of the program to be funded and the essential soundness of the intended approach. Boston competes in an 8-state region which includes New England, New York and New Jersey; there are more than 150 eligible cities in the area.

LEAA discretionary funds are made available in very broad areas. Boston projects undertaken via discretionary funding include the following:

DF-73 Drugs: Project TURNOFF

DF-141 Vertical Policing (in cooperation with Boston Housing Authority and Boston Police Department.)

DF-143 Police Laboratory Imporvement

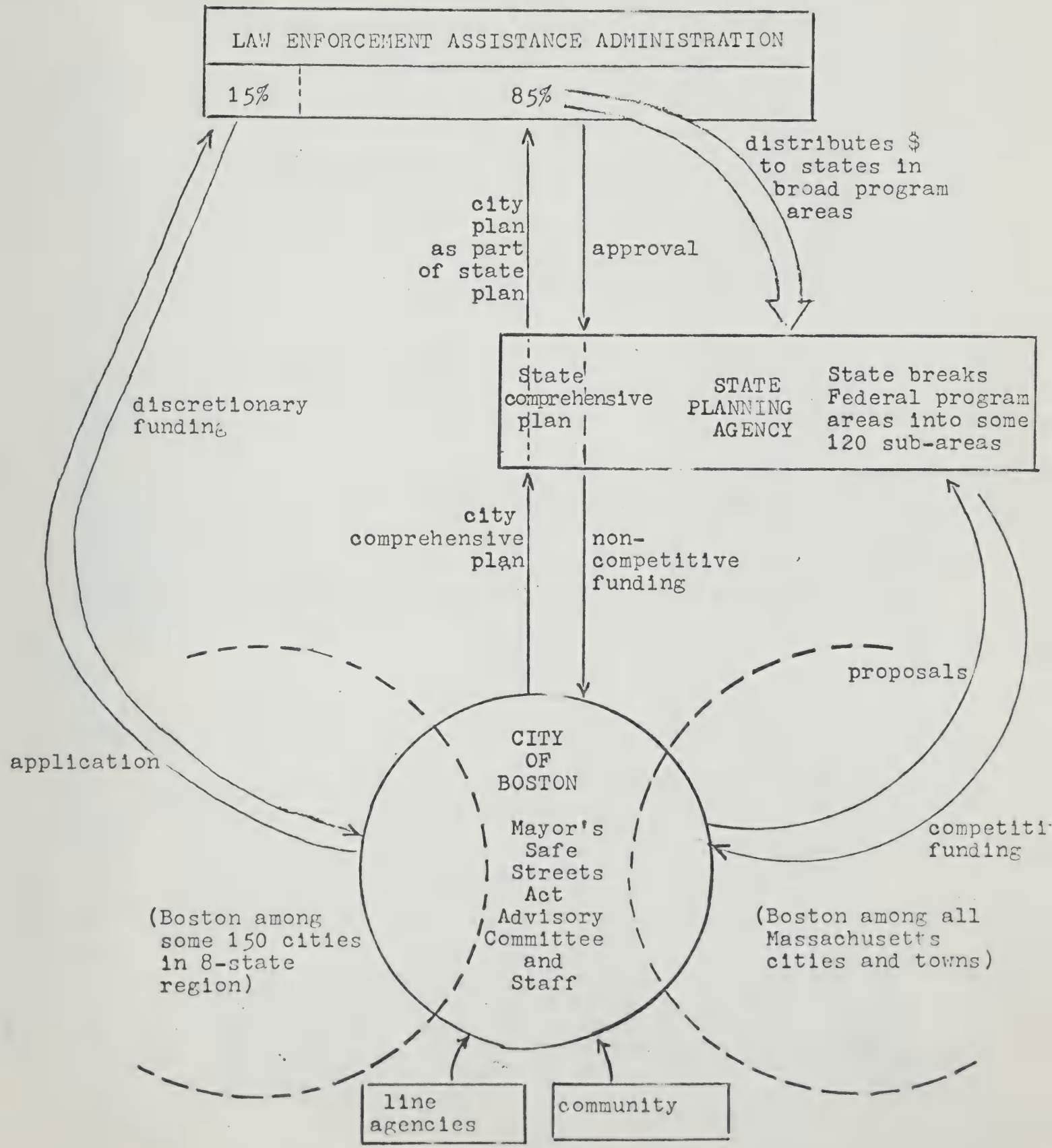
DF-594 Legal and Psychiatric Advisors for Police

* The diagram on the following page illustrates the funding network for discretionary, non-competitve and competitive projects.

FEDERAL - STATE - CITY FUNDING NETWORK

for

DISCRETIONARY, NON-COMPETITIVE & COMPETITIVE FUNDING



## Fund Use: Constraints

According to the terms of the 1968 Act, Federal Safe Streets Act funding is earmarked "to assist state and local governments in strengthening and improving law enforcement at every level..." The words "every level" indicate the Federal government's interest in going beyond the police to other component parts of the justice system, thereby rejecting the traditional view of crime as a "police problem" alone. The Act incorporates certain built-in constraints on uses of the funds. Thus, for local police departments, funding is targeted in these areas: model and demonstration programs; expansion of existing programs; research and planning. The Act's implication -- and the interpretation accorded it by both LEAA and the Governor's Committee -- is that funding for additional police salaries, or certain types of equipment, is not authorized.

Further constraints have been imposed to date by the breakdown of available Federal funds into very specific project categories at the state level; guidelines as to project requirements, eligible agencies, time period and dollar funding are very firm.

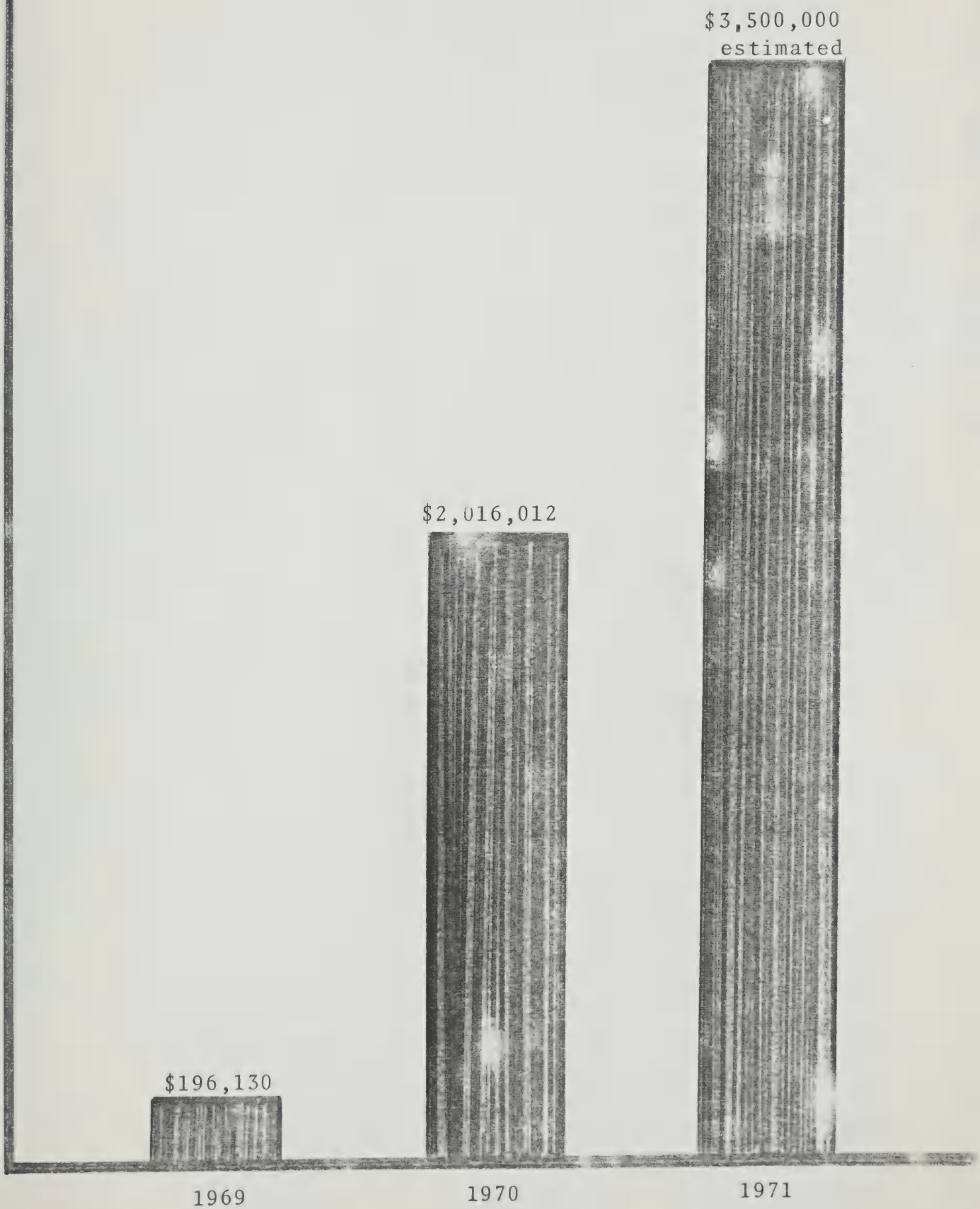
Thus, even if Boston wanted to, it would be quite impossible to channel all available Federal crime control money toward any one justice system component (the police or the corrections system for example) or any specific agency. In order to secure funding, Boston's experimental projects must be developed within the framework of well-defined program areas initially outlined by LEAA and then further categorized at the state level.

## Funding Levels: 1969, 1970, 1971

The graph on the following page indicates the dollar level of Federal Safe Streets funding generated by Boston in 1969, 1970 and 1971 (projected). The dramatic 1969/1970 increase is directly attributable to the organization in early 1970 of a city-level criminal justice system planning body (then known as the Office of Justice Administration) and to the development of an initial comprehensive city criminal justice plan.

To the extent (and it is a very limited one) that fund-generation is a measure of "success" for a city criminal justice planning agency, Boston has been very successful. Its 1970 per capita funding level was more than twice that of any other major American city. Money is only a tool, however; it has to be put to work intelligently.

CITY OF BOSTON
FEDERAL FUNDING 1969 - 1971
UNDER SAFE STREETS ACT



IMPACT

## Uses and Impact of Federal Crime Control Funds

The availibility of Federal funds under the Safe Streets Acts and Omnibus Crime Control legislation of 1968 and 1970 provides the means by which Boston can put theory into practice: by analyzing the needs of the justice system and working toward a comprehensive planning process; by providing component agencies with the money and technical assistance they need to administer innovative programs aimed at reducing and preventing crime; by helping to upgrade the efficiency of the judicial process; and by working with corrections administrators to develop realistic mechanisms.

Money by itself, however, is not an answer. Money thrown haphazardly at the "crime problem" is ineffective. Substantial funding must be supported by a planning approach which views the city criminal justice system as an integral whole. With proper coordination, resources can be allocated more effectively, the results of innovation in one area of the system can be gauged in other areas, and a mutual respect among the components of the criminal justice system can be reinforced.

Basically, the Mayor's Committee staff utilizes Federal Safe Streets funds in four ways:

1) allocation to component agencies of the justice system

2) management of certain special projects

3) administration

4) planning

These four uses are discussed in greater detail below.

### 1) Allocation to Component Agencies

In addition to its planning, research, coordination and evaluation functions, the Mayor's Committee staff performs an important function in providing assistance to the line agencies of the local justice system (police, courts, corrections, etc.) by acting as a conduit through which needed Federal funds can be channeled to these agencies. A very large proportion of the project proposals submitted by the Mayor's Committee staff to both the state planning agency and LEAA are submitted on behalf of other city agencies. Approximately 75 per cent of all action funds awarded to Boston are expected to be distributed directly to existing criminal justice agencies or to related city agencies.

2) Management of Special Projects

The Mayor's Committee staff does not envision its long-range role as including managerial responsibilities for any action projects. However, the staff will undertake direct management of very limited numbers of projects during the start-up phase of operations where the following conditions occur:

-- the project is considered to be of special importance.

-- no established agency exists to undertake the development and initial operation of the project.

-- extensive coordination and cooperation among a large group of agencies is required.

The alcohol detoxification project is a clear example of a situation in which all of these conditions prevail.

Even in these situations, it is the intent of the Mayor's Committee staff to turn over managerial responsibilities as soon as possible to one of the following types of supervisory alternatives:

-- existing line agencies (with added capabilities)
-- multi-agency control
-- non-profit community corporations

3) Administration

An extensive amount of indirect effort is required to successfully propose, handle grant management, evaluate and report on each project; the Mayor's Committee staff performs these functions both for projects under in-house management and for projects managed by other agencies. The importance of these functions, both for securing new projects and for obtaining continuation funding for existing projects, has been well documented at the state and Federal level. The expenses of proposal development, contract administration and evaluation must be met from action program awards. Staff administrative expenditures are not expected to exceed 10 per cent for any program -- considerably lower levels than are experienced in most comparable Federal programs.

4) Planning

The importance of the planning function is indicated by the fact that specific planning grants are awarded under the Safe Streets Act. A significant subdivision of the planning function is research -- extensive data analysis of crime problems in the city.

Such data analysis is exemplified by Crime in Boston: An Analysis of Serious Crime Problems Within 81 Neighborhoods, a basic research document prepared by a consultant criminologist working in close cooperation with Mayor's Committee staff members; the report, issued in mid-1971, provides the most comprehensive treatment of neighborhood crime problems ever undertaken, and brings forward recommendations which will have major influence on city justice planning for years to come.

Planning includes not only research and data analysis, but also a continual monitoring of experiments in other cities, enabling Boston to benefit frmm the experience of other big cities across the country.

## Impact: by Agency, by Neighborhood, by Crime

In funding action projects, the Mayor's Committee staff utilizes Federal funds for two main pruposes: to deal with immediate high-priority areas (those identified in Challenging Crime); and to develop plans and capabilities for effective operation in other, ancillary areas.

Fund utilization can be analyzed in terms of three types of impact: by agency, by neighborhood, and by crime.

### Agency Impact

The bulk of Boston's Safe Streets Act money is channeled directly to local criminal justice system agencies, as a result of proposals submitted by the Mayor's Committee staff on behalf of these agencies. The basic aim is to upgrade the efficiency and effectiveness of the component agencies in dealing with their particular responsibilities within the system.

Raising agency skills involves programs aimed at managment efficiency, optimum recruitment of qualified personnel, and various training progects. Funds allocated to the Boston Police Department in 1969-1970 show this approach in action. Of police projects oriented toward streamlining management and maximizing the use of resources, perhaps the most significant is 70-107, an outlay of funds for development of a command and control system -- involving computerization of records-keeping, the development of an automatic patrol car monitoring system, and design of various resource allocation schemes. Under other Safe Streets Act police projects, personnel with needed specialized skills (language specialists for neighborhood work, legal and psychiatric advisors, etc.) are being recruited. In-service police training is emphasized in other projects which familiarize policemen with street level constitutional questions, community relations problems, weapons use, and riot-control training.

Court projects have been directed at achieving more effective prosecution and at increasing the capability of court probation departments to supervise, provide support and rehabilitate offenders under their jurisdiction. Full time prosecutors are being employed by the Suffolk County District Attorney's Office in three Boston District Courts in a test basis. District court prosecutors not only provide more professional prosecution of persons accused of serious crimes, but also relieve policemen who formerly performed this function for duties. Court probation projects have tested the use of citizen volunteers in supervising probationers and have made additional psychiatric and counseling resources available to the Boston Juvenile Court.

The objective in the corrections area is to increase the effectiveness of offender rehabilitation. Emphasis is placed on assisting correctional institutions develop more rehabilitative programing and of providing in the community, follow up services for released offenders.

Where existing agencies lack the capability to deal with particular problems, or where extensive inter-agency cooperation is required, the Mayor's Committee staff itself has established independent programs to fill voids. The alcohol detoxification project due to open in the fall of 1971 in Boston's South End is a prime example of such an independent program. However, long-range responsibility for management of the detoxification facility will be turned over to a non-profit corporation.

Fund impact on agencies is necessarily a long term process: raising skills, improving management and administration are not goals susceptible to overnight achievement. Hopefully, 1969-1970 programs are beginning to lay groundwork for the type of change within the system which is necessary to improve the quality of justice at the city level.

Neighborhood Impact

Most of Boston's 1969 and 1970 Safe Street projects have citywide impact. This is true for a number of reasons. First, many justice system needs and problems are city-wide. Further, LEAA funds are often earmarked specially for demonstration projects whose scope includes the whole city. Also, certain types of training and administrative assistance for agency personnel either have city-wide impact or none at all.

However, a number of projects attack specific problems on a localized basis. There is at least one Safe Streets project operating at the local level in every police district in Boston.

Neighborhood impact is vital because it involves getting at crime problems where those problems do the most damage. The exhaustive analysis of neighborhood crime contained in Crime in Boston (issued mid-1971) indicates the awareness of the Mayor's Committee staff that a street-level focus is essential. Annual updating of those statistics will highlight crime trends and aid in gauging which crime-control strategies have been most effective.

Neighborhood-impact programs have three main functions, two of which are operational and one of which is psychological. On the operational level, the programs: 1) attempt to deal with a specific problem in a specific place; and 2) serve as a test -- can the approach there be "exported" to other areas of the city.?

Since the crime has a highly localized impact, involvement of community residents in neighborhood prevention programs is highly important. Here a psychological factor becomes vital. City criminal justice agencies are actually dealing with two sets of problems at once -- crime itself, and people's fears about crime. Often the fears are as distressing as the crime itself. A survey several years ago in Boston showed that in some sections of the city, as many as 45 per cent ff the residents were afraid to go out on the street at night. The implementation of visible strategies at the neighborhood level, and the involvement of community members in crime prevention, can be major factors in combatting fears, as well as in combatting crime.

Crime Impact

Even the most cursory overview of Boston's crime statistics indicates several major crime problem areas -- especially drunkenness, burglary, and auto theft. The development of strategies to deal with these and other specific types of crime is a prime consideration in any city justice system plan.

Boston's extraordinarily high incidence of drunkenness arrests made it clear that alternative approaches to criminal incarceration had to be devised for the chronic drunkenness offender. The 20,000 or more arrests for drunkenness made yearly in Boston reflect, in fact, a relatively small number of offenders, many of whom are arrested dozens of times. Mayor's Committee staff planners investigated the operational detoxification centers in St. Louis and New York, and, working in cooperation with representatives of social agencies and the medical community, designed a fullscale detoxification facility for Boston, incorporating pick-up, detoxification, medical services and follow-up for chronic drunkenness offenders. The aim is to eliminate the alcoholism problem from the purview of the justice system, thus freeing countless hours of police time and enabling police to concentrate on doing the jobs they're trained to do.

Strategies designed to combat Boston's serious burglary problem are an integral part of both the Citizen Security (70-19) and Vertical Policing (DF-141) projects. The involvement of community residents is especially important here, in formation of citizen patrol and surveillance teams and in the implementation of other neighborhood-based strategies.

The special problems of youth crime are a high-priority item in Boston Safe Streets planning. Intensive probation services for juvenile offenders and the support of a rehabilitative residential center for juveniles, are among the Boston projects in the area of delinquency prevention and rehabilitation.

The inapplicability of traditional police response to the problem of violent crime is a further area of special interest; statistics show that most assaults, rapes and murders involve participants who know each other, and often such crimes are so thoroughly the product of emotional behavior that no police response could be effective. The Mayor's Committee staff has directed special attention to the development of processes for identification and screening of potential violent offenders, as well as to the treatment of such offenders. (cf. 70-23)

Unity of Approach

Agency, neighborhood and crime impact all necessarily intersect -- the problem of crime is both an objective and a subjective one. But if agency response can be improved and streamlined, if neighborhood programs have some visible result and involve community residents, if specific anti-crime strategies have an effect -- then some steps have been taken, both to "fight crime" and to prove to citizens that their city government can do something to protect them.

Short Term -- Long Term

City justice system planners must continually balance two factors:

-- something needs to be done about urban crime now.
-- long-range justice system improvement rests largely on promoting change within the component agencies themselves; the process is slow and gradual.

It is inescapable that the city must act immediately against crime; thus short-term, high-impact, high-visibility projects must rank rather high in hierarchy of priorities.

But we must also recognize that one-shot planning is actually counter-productive in the long run. Projects must be established with an eye toward optimum use of continuation Federal funding in future years. The capacity of local justice agencies to deal with their particular problems, their part of the system, cannot be maximized in a short-range period. And it is upon the upgrading of this capacity that any meaningful long-term change or improvement in the city justice system depends.

If we are serious in our commitment to develop a true "system" of criminal justice, we must be equally serious in our recognition that it will take time, and that a "system" cannot be imposed by a planning agency -- a "system" can only develop by a process of growth and change within the existing agencies which are involved in the criminal justice process. To effect such change should be our greatest goal.

GRANT AWARDS BY FUNCTION - 1969 and 1970

| Function | Title | Project Number | Amount |
|---|---|---|---|
| POLICE: | Crime Laboratory Study | 69-08 | 5,000 |
| | Riot Control Equipment | 69-15 | 5,000 |
| | Riot Control Training | 69-16 | 21,830 |
| | Recruitment & Personnel Study | 69-34 | 18,000 |
| | Data Handling | 69-66 | 30,300 |
| | Sub Total, 1969 | | 80,130 |
| | Joint Study of Laboratories | 70-06 | 10,000 |
| | In-Service Training | 70-96 | 91,400 |
| | Community Service Officers | 70-99 | 24,817 |
| | Specialized Skills | 70-101A | 31,000 |
| | Teleprocessing Terminals | 70-106 | 918 |
| | Command & Control | 70-107 | 350,000 |
| | Forensic Science Improvements | DF-143 | 60,000 |
| | Legal & Psyciatric Advisors | DF-594 | 25,000 |
| | Training Keys | DF-145 | 5,624 |
| | Sub Total, 1970 | | 598,759 |
| | TOTAL | | 678,889 |
| COURTS: | Student Prosecutors | 69-22 | 5,000 |
| | Intensive Juvenile Probation | 69-33 | 45,000 |
| | Management Survey | 69-63 | 16,000 |
| | Sub Total, 1969 | | 66,000 |
| | Witness Security | 70-18 | 25,000 |
| | Intensive Juvenile Probation | 70-37 | 44,294 |
| | Urban Area Comm. Prevention | 70-42 | 50,000 |
| | Psychiatric Ser. to Delinquents | 70-45 | 50,000 |
| | Model Probation | 70-49 | 49,320 |
| | Probation Volunteers | 70-50 | 30,000 |
| | District Court Prosecutors | 70-103 | 34,575 |
| | Student Proseuctors | 70-103m | 5,000 |
| | Sub Total, 1970 | | 288,189 |
| | TOTAL | | 354,189 |
| PLANNING: | OJA/Planning | 69-60 | 45,000 |
| | OJA/Planning | 70-82 | 60,000 |
| | TOTAL | | 105,000 |

GRANT AWARDS BY FUNCTION - 1969 and 1970

| Function | Title | Project Number | Amount |
|---|---|---|---|
| CORRECTIONS: | Services to Released Offenders | 70-52 | 100,000 |
| | Community Based Rehabilitation | 70-54 | 100,000 |
| | Education Programs | 70-61 | 10,135 |
| | Resource & Referral Agents | 70-63 | 30,000 |
| | Specialized Skills | 70-101B | 17,000 |
| | TOTAL | | 257,135 |
| CITIZEN SECURITY: | Vertical Policing | DF-141 | 173,540 |
| | Block Security | 70-019 | 200,000 |
| | TOTAL | | 373,540 |
| YOUTH: | Residential Treatment Center | 70-47 | 45,842 |
| | Referral Handbooks | 70-57 | 9,927 |
| | Therapy to Seriously Troubled Pre-Delinquents | 70-46 | 25,000 |
| | TOTAL | | 80,769 |
| DRUGS & ALCOHOL: | Boston Alcohol Detoxification | 70-73 | 150,000 |
| | Comprehensive Drug Abuse Control | DF-73 | 150,390 |
| | TOTAL | | 300,390 |
| SPECIAL: | Study of Criminal Justice System During Emergency Conditions | 69-23 | 5,000 |
| | Violent Crime | 70-23 | 25,000 |
| | Auto Theft, Burglary & Specific Crime Analysis | 70-24 | 32,230 |
| | TOTAL | | 62,230 |
| | GRAND TOTAL | | $2,212,142 |

# CITY OF BOSTON SAFE STREETS ACT PROJECTS - 1969-1970

## I. POLICE PROJECTS

### A. Citywide

1. 69-08 - Crime Laboratory Study - $5,000

   To help the Boston Police Department bring existing laboratory facilities up to acceptable minimum standards.

2. 69-15 - Riot Control Equipment - $5,000

   69-16 - Riot Control Training - $21,830

   For purchase of equipment and training services to improve the capability of the Boston Police Department to deal with situations of civil disturbance.

3. 69-34 - Recruitment and Personnel Study - $18,000

   Boston Police Department to analyze its existing recruitment and to design a recruitment program.

4. 69-66 - Data Handling - $30,300

   To improve operation of existing data handling and communications systems of Boston Police Department.

5. 70-06 - Joint Study of Laboratories - $10,000

   To develop a comprehensive plan for criminal justice laboratory services in Massachusetts.

6. 70-96 - In-Service Training - $91,400

   To prepare and use specialized materials to further train police officers.

7. 70-101A - Specialized Skills (Internships) - $31,000

   To provide the Boston Police Department with management interns.

8. 70-106 - Teleprocessing Terminals - $918

   To provide police department with teleprocessor equipment

9. 70-107 - Command and Control - $350,000

   To improve the ability of the Boston Police Department to respond quickly and effectively through use of automated technology.

10. DF-143 - Forensic Science Improvement - $60,00

To improve laboratory services in Boston and Massachusetts

11. DF-594 - Legal and Psychiatric Advisors - $25,000

To provide legal assistance and psychiatric services for the Boston Police Department.

12. DF-145 - Training Keys - $5,624

To develop and distribute training materials for the Boston Police Department.

B. Affecting certain districts only

1. 70-99 - Community Service Officers/Neighborhood Aides - $24,817

To provide Spanish speaking community people to the Boston Police Department to assist with police functions in the community. (APCROSS)

District 2 (Roxbury) and 4 (South End)
Will eventually extend into additional districts
e.g., District 13 (Jamaica Plain)

II. COURTS PROJECTS

A. Citywide

1. 69-33 - Intensive Juvenile Probatio - $45,000
70-37 - Intensive Juvenile Probation - $44,294

The Blue Hills Program of Citizenship Training Group, Inc. under the auspices of the Boston Juvenile Court, provides a treatment team of psychiatrist, social workers, etc. to assist probation officers in dealing with delinquents.

2. 69-63 - Management Survey - $16,000

To develop more efficient methods for administration of the District Attorney's Office of Suffolk County.

3. 70-18 - Witness Security - $25,000

   To design a facility for the protection of witnesses.

4. 70-45 Psychiatric Services to Delinquents and their Families - $50,000

   To utilize the Boston Juvenile Court in a new approach to providing psychiatric services directed to emotional and social rehabilitation of juvenile offenders and their families.

5. 70-49 - Model Probation - $49,320

   To test probationary services, develop new services, and expand services (Boston Juvenile Court)

B. Affecting certain districts only

1. 69-22 - Student Prosecutors - $5,000
   70-101m - Student Prosecutors - $5,000

   To provide law students to aid prosecution in the West Roxbury District Court.

   District 5 (Roslindale, West Roxbury, Hyde Park)

2. 70-42 - Urban Area Community Prevention - $50,000

   To expand the services of the Roxbury Court Clinic so it can serve to organize community resources and reduce youthful crimes.

   District 2 (Roxbury and North Dorchester)

3. 70-50 - Probation Volunteers - $30,000

   To provide volunteers to act as probation staff

   District 6 (South Boston)

4. 70-103 - District Court Prosecutors - $34,575

   To expand demonstration use of Assistant District Attorneys in District Courts.

   District 6 (South Boston), 3 (Dorchester), and 15 (Charlestown) - eventually District 2 (Roxbury)

III. CORRECTIONS

A. Citywide

1. 70-52 - Services for Released Offenders - $100,000

To develop a model program to offer pre-parole and post-release guidance and services to a group of offenders.

2. 70-54 - Community-Based Treatment and Rehabilitation

To undertake a major study of pre-trial detention requirements and alternatives in metropolitan Boston; to develop a medical and psychological screening program for offenders; and to establish an operational residential program for released offenders.

3. 70-61 - Educational Programs for Institutions - $10,000

To provide college-level courses for credit to inmates of Deer Island House of Correction.

4. 70-63 - Resource and Referral Agents - $30,000

To establish a classification program for inmates at Deer Island House of Correction and to develop information for use in pre-release planning and referral of offenders to appropriate social service agencies.

5. 70-101B - Specialized Skills (Internships) - $17,000

To provide Deer Island House of Correction with specialized personnel.

IV. CITIZEN SECURITY

A. Citywide

1. 70-19 - Boston Housing and Block Security Project - $97,030

To develop better police-community ties through several projects, including a citizen education program run by the Boston Police Patrolman's Association, a police Line-Up program, and further development of neighborhood crime data.

B. Affecting certain districts only

1. 70-19 - Boston Housing and Block Security

Mattapan Auxiliary Patrol - $14,700
District 3 (Mattapan)

Sav-Mor Association - $25,000
District 2 (Roxbury)

My Friend the Policeman - $30,515
Districts 2 (Roxbury), 3 (Mattapan), 4 (South End)
11 (Dorchester), 13 (Jamaica Plain)

Lower Roxbury Community Development Security Study - $32,755

District 2 (Roxbury)

2. DF-141 - Vertical Policing Strategy - $173,540

To encourage citizen participation in securing housing projects (Bromley-Heath and D Street)

District 2 (Jamaica Plain) and 6 (South Boston)

V. YOUTH

A. Citywide

1. 70-46 - Therapy to Seriously Troublesome Pre-Delinquents $25,000

To train community personnel to identify and attempt to alter pre-delinquent behavior.

2. 70-57 - Referral Handbooks - $9,927

To prepare and distribute a Social-Welfare Services Directory for the YAC and related agencies.

B. Affecting certain districts only

1. 70-47 - Residential Treatment Centers - $45,842

To provide supportive services for juveniles at DARE resident facility on Blue Hill Avenue

District 3 (Dorchester)

## VI. DRUGS AND ALCOHOL

### A. Citywide

1. DF-73 - Comprehensive Drug Abuse Control Program - $150,390

   To implement a drug information center, test drug education materials, form neighborhood drug action groups, etc.

### B. Affecting certain dist icts only

1. 70-73 - Boston Alcohol Detoxification Program - $150,000

   To design, implement, and evaluate a community-based detoxification center with a civilian pick-up system to relieve the Boston criminal justice system of the burden of processing alcoholics.

   District 4 (South End)

## VII. SPECIAL PROGRAMS

### A. Citywide

1. 69-23 - Emergency Plan - $5,000

   To devise a system for the administration of justice under emergency conditions.

2. 70-23 - Violent Crime Program - $25,000

   To conduct a comprehensive study of alternative approaches to the problems of violent crime and the violent offender.

3. 70-24 - Auto Theft, Burglary and Specific Crime Analysis - $32,230

   To develop and analyze crime data for auto theft, bu glary, and specific crime in Boston's 81 neigh borhoods.

# ORGANIZATION

## Mayor's Committee Staff: Organization

### Core Staff

Members of the core staff provide the various services needed to develop and support the action programs managed by other agencies, as well as the services needed to develop and support the projects managed in-house by the Mayor's Committee itself.

These support services can be divided into four main categories:

1. Planning
2. Admimistration
3. Program Development
4. Special Projects

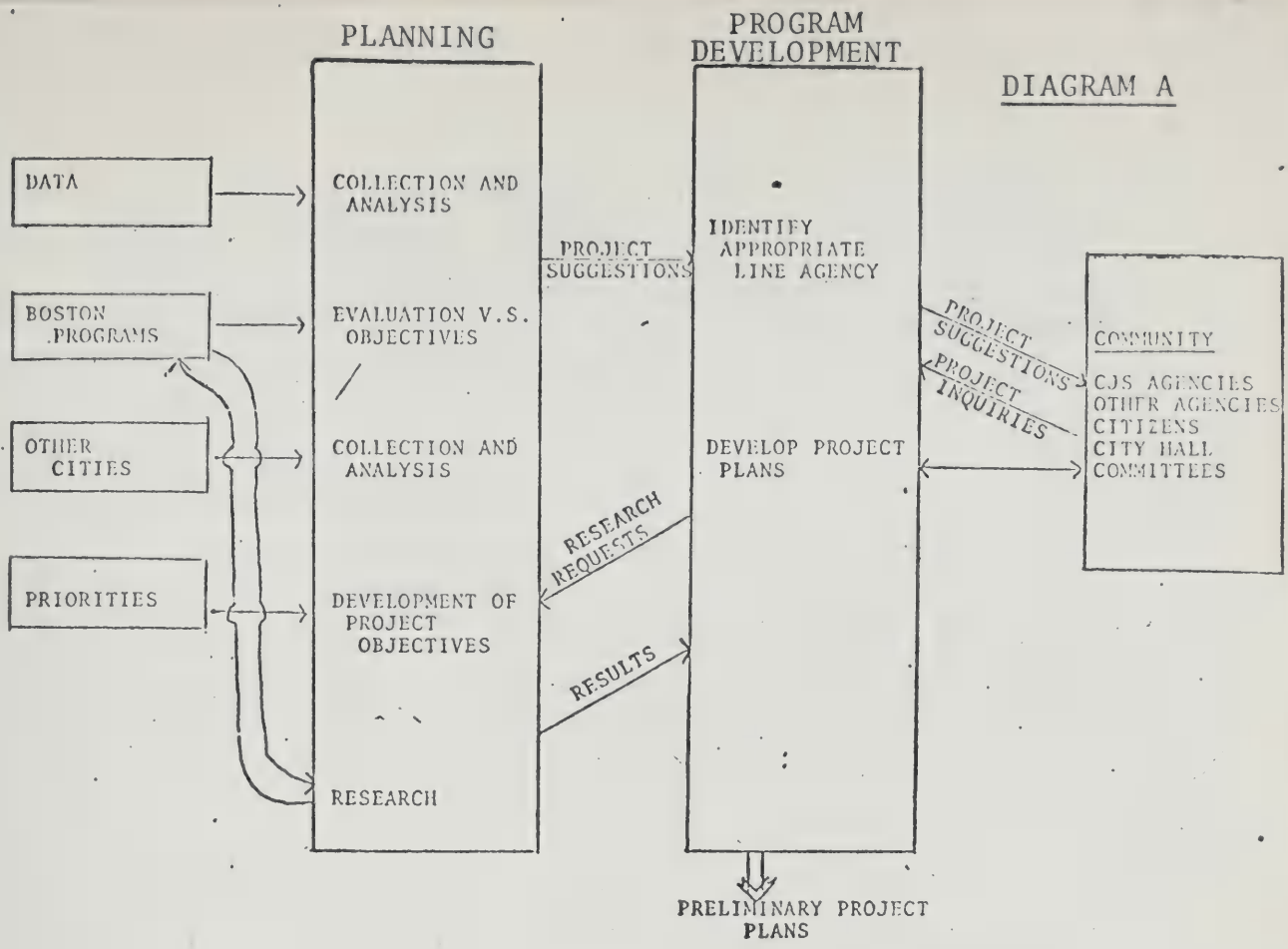
### 1. Planning

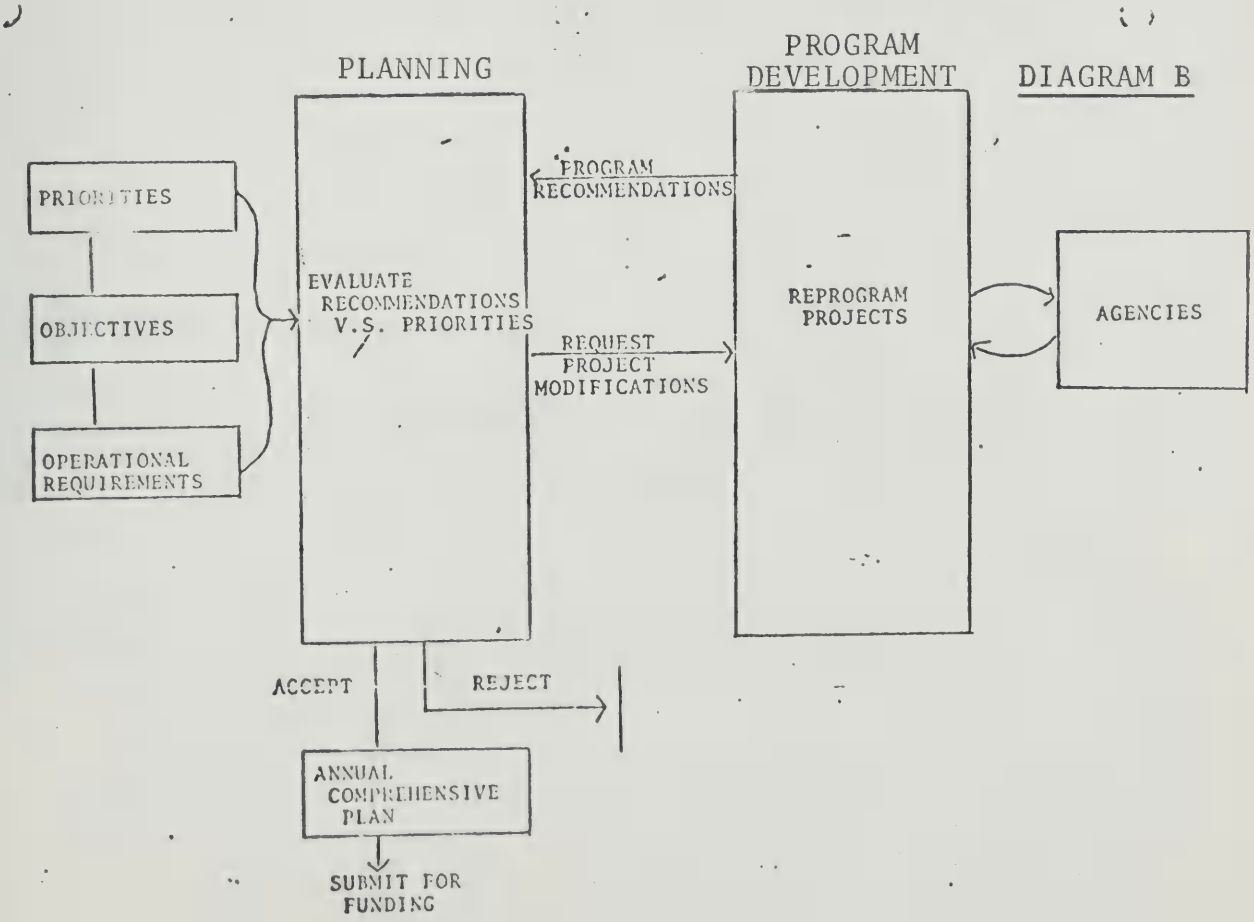
The planning responsibility involves collecting and developing ideas for new and / or modified programs, and selecting programs for support and funding. Program ideas are gathered and screened within the context of an established, but still flexible, set of city-wide priorities, and with an eye toward the stated needs and problems of the various component agencies of the justice system. Ideas for programs can come from discussions with justice system experts (from the various line agencies), from analysis of crime data for Boston's 81 neighborhoods, from the monitoring of programs in other cities, and from evaluation of existing Boston Safe Streets and other agency programs. Once concrete program ideas are developed and an appropriate agency identified (by System Services) to handle such a project, Planning determines which projects are most worthy of support by the staff of the Mayor's Committee.

(Diagram A on the next page shows the process of collection and development of possible project ideas and the formulation of preliminary plans; Diagram B shows the process by which project ideas are further refined and either accepted for submission or rejected.)

### 2. Administration

The administrative section of the staff coordinates the mechanical aspects of the action programs. These functions


PLANNING
PROGRAM DEVELOPMENT
DIAGRAM A
DATA
COLLECTION AND ANALYSIS
BOSTON PROGRAMS
EVALUATION V.S. OBJECTIVES
OTHER CITIES
COLLECTION AND ANALYSIS
PRIORITIES
DEVELOPMENT OF PROJECT OBJECTIVES
RESEARCH
PROJECT SUGGESTIONS
IDENTIFY APPROPRIATE LINE AGENCY
RESEARCH REQUESTS
RESULTS
DEVELOP PROJECT PLANS
PROJECT SUGGESTIONS
PROJECT INQUIRIES
COMMUNITY
CJS AGENCIES
OTHER AGENCIES
CITIZENS
CITY HALL
COMMITTEES
PRELIMINARY PROJECT PLANS


PLANNING
PROGRAM DEVELOPMENT
DIAGRAM B
PRIORITIES
OBJECTIVES
OPERATIONAL REQUIREMENTS
EVALUATE RECOMMENDATIONS V.S. PRIORITIES
PROGRAM RECOMMENDATIONS
REQUEST PROJECT MODIFICATIONS
REPROGRAM PROJECTS
AGENCIES
ACCEPT
REJECT
ANNUAL COMPREHENSIVE PLAN
SUBMIT FOR FUNDING

include the processing of grant applications and the provision of numerous grant-management services: legal services for relations with sub-contractor; control of funds and expenditures; various financial reporting duties; staff payrolls, etc. In addition, the administrative section handles the miscellaneous responsibilities of general office management.

3. Program Development

The program development section consists of specialists in the several program areas - juvenile delinquency, corrections, courts. It is the responsibility of this group to translate planning priorities into concrete, operational projects. Program specialists work closely with city and private agencies, ascertaining their needs, developing program concepts and assisting in project planning and implementation.

4. Special Projects

The Special Projects section is responsible for the management of projects run by the Mayor's Safe Streets Act Advisory Committee staff and for projects which do not fit within the program areas listed above such as the High Crime Area Citizen Security and the Experimental Public Safety Helicopter Patrol.

Staff of Demonstration Projects

A limited number of projects are managed "in-house" -- that is, directly by staff members of the Mayor's Committee -- either because their content is not consistent with the resources of existing agencies, or because they require extensive inter-agency coordination.

It is anticipated that staff responsibilities in this area will diminish, as these projects are turned over to outside control -- either to a form of multi-agency management, or to non-profit community corporations.

# MAYOR'S SAFE STREETS ACT ADVISORY COMMITTEE

## Composition of the Committee

The Mayor's Safe Streets Act Advisory Committee (Mayor's Committee) is a group of individuals drawn from public and private institutions dealing with aspects of the criminal justice problem in Boston. Representatives from the Boston Police Department, Courts, Correctional Institutions, District Attorney's Office, and other public and private agencies have been invited by the Mayor to serve on the Committee. Agencies are represented by the department head or his designate. Membership of the Committee is divided about equally between the public and private sectors. The Committee meets regularly at 1:00 p.m. on the third Thursday of each month or more frequently as the work load determines. The committee has organized five sub-committees according to the program areas of the criminal justice system. The sub-committees are: Police, Courts, Corrections, Community Organization; and Juvenile Delinquency. Membership of the sub-committees is not limited to members of the Mayor's Committee.

## Functions of the Committee

The Mayor has delegated to the Mayor's Safe Streets Act Advisory Committee the following functions and responsibilities:

1. Recommend to the Mayor the hiring or firing of the director of the staff.

2. Review of the overall priorities proposed by the director of the staff for aggregate allocations of Safe Streets Act funds requested by Boston and recommend changes, if any, to the Mayor. (In this delicate process care must be taken to avoid asking or expecting any member to pass judgment on the priorities of another agency or organization. Cooperation must resolve any recommendation on overall priorities.)

3. Review and recommend, if appropriate, changes or disapproval by the Mayor of proposals for Safe Streets Act funding to be submitted by Boston.

4. Other functions recommended by the Mayor.

The function of the sub-committees is to assist and review the activity of the staff of the Mayor's Committee in developing programs in the five program areas. This includes responsiblity for initiating proposals for funds; review of proposals and recommendation of approval or disapproval by the Mayor; and most importantly, for assisting the staff to develop and implement successful projects by bringing to bear a wide range of experience and expertise within the specific program area.

The membership of the Mayor's Committee and the five sub-committees is set forth in the appended tables.

SAFE STREETS ACT COMMITTEE

October 1971

| | |
|---|---|
| BACIGALUPO, Walter | Coordinator of Settlement Work<br>North Bennett Street Industrial School<br>39 North Bennett Street, Boston 227-0155 |
| BRADLEY, William | Superintendent, Boston Police Department<br>154 Berkeley Street<br>Boston, Mass. 536-6700 |
| CONNALLY, Albert | Captain, Superior Officers' Association<br>Boston Police Department<br>154 Berkeley Street<br>Boston, Mass. 536-6700 |
| DWYER, Edward | Director, Office of Public Service<br>One City Hall Square<br>Boston, Mass. 722-4100, Ext. 780 |
| EAVES, A. Reginald | Administrator, Mayor's Office of Human Rights<br>One City Hall Square<br>Boston, Mass. 722-4100, Ext. 8823 |
| FARRINGTON, David | Correctional Assistance Program<br>Boston YMCA<br>316 Huntington Avenue<br>Boston, Mass. 536-7800 |
| FISKE, John A. Chairman | First Assistant Corporation Counsel<br>One City Hall Square<br>Boston, Mass. 722-4100, Ext.657 |
| GURRY, John F. | Deer Island House of Correction<br>Post Office Box 12<br>Winthrop, Mass. 846-2760, Ext.2446 |
| HOMANS, William | Snyder Tepper & Berlin<br>73 Tremont Street<br>Boston, Mass. 227-8420 |
| HYMAN, Syvalia | United Community Services<br>14 Somerset Street<br>Boston, Mass. 742-2000 |
| JONES, Clarence | Executive Director<br>Youth Activities Commission<br>400 Shawmut Avenue<br>Boston, Mass. 261-3200 |

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| KRANTZ, Sheldon | Boston University Law School<br>Center for Criminal Justice<br>141 Bay State Road<br>Boston, Mass. 353-3021 |
| LITTLEJOHN, McKinley | Mayor's Office of Human Rights<br>One City Hall Square<br>Boston, Mass. 722-4100, Ext. 8823 |
| LYNCH, John | Suffolk District Attorney's Office<br>New Court House<br>Boston, Mass. 227-9500 |
| MCBRINE, Joseph V. | Commissioner, Penal Institutions Dept.<br>One City Hall Square<br>Boston, Mass. 722-4100, Ext. 277 |
| MCCORMACK, Joseph | Northeastern University, Law Enforcement and Security<br>360 Huntington Avenue<br>Boston, Mass. 437-3324 |
| MEAGER, Thomas F. | Superintendent, Boston Public Schools<br>15 Beacon Street<br>Boston, Mass. 742-7400 |
| MILLS, James | Boston Patrolmen's Association<br>611 Washington Street<br>Boston, Mass. 426-4311 |
| MOLINA, Anthony | Department of Health and Hospitals<br>818 Harrison Avenue<br>Boston, Mass. 424-5191 |
| MORSE, David | Youth Activities Commission<br>400 Shawmut Avenue<br>Boston, Mass. 261-3200 |
| PARKS, Paul | Administrator, Model Cities Admin.<br>2401 Washington Street<br>Roxbury, Mass. 442-6602 |
| QUINN, Rev. Robert | The Paulist Center<br>5 Park Street<br>Boston, Mass. 742-4460 |
| ROMANOW, Joseph | (Chief Justice Walter McLaughlin)<br>Suffolk Superior Court<br>Pemberton Square<br>Boston, Mass. 742-9250 |
| ROSENBERG, Steven | Director, Planning & Research<br>Boston Police Department<br>154 Berkeley Street<br>Boston, Mass. 536-6700 |

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| SAUNDERS, Lena Mrs. | My Friend the Policeman, Inc.<br>14 John Eliot Square<br>Roxbury, Mass. 442-5157 |
| SEGAL, Robert E. | Jewish Community Council of Metropolitan Boston<br>72 Franklin Street<br>Boston, Mass. 542-7525 |
| TATUM, Richard | A.B.C.D.<br>150 Tremont Street<br>Boston, Mass. 742-5600 |
| TAYLOR, William | Superintendent-in-Chief<br>Boston Police Department<br>154 Berkeley Street<br>Boston, Mass. 536-6700 |
| WALL, Richard | Budget Director, Administrative Services Division<br>One City Hall Square<br>Boston, Mass. 722-4100 Ext. 609 |
| WEINBERG, Robert | Mayor's Office<br>One City Hall Square<br>Boston, Mass. 722-4100 Ext. 504 |
| WINSON, Raymond | Boston Patrolmen's Association<br>611 Washington Street<br>Boston, Mass. 426-4311 |
| WRIGHT, Gerald | D.A.R.E., Inc.<br>36 Perkins Street<br>Jamaica Plain, Mass. 522-8188 |

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| BRADLEY, William A. | Superintendent, Administrative Services, 154 Berkeley Street, Boston 536-6700 |
| BUCHANAN, James | Superintendent, Bureau of Inspectional Services, 154 Berkeley Street, Boston 536-6700 |
| COBB, Charles | Deputy Superintendent and Chief Clerk, 154 Berkeley Street, Boston 536-6700 |
| CONNELLY, Albert | Captain, Chairman, Boston Police Superior Officers' Association, Police District #6 South Boston 536-6700 |
| CRAIGWELL, Herbert, Jr. | Deputy Superintendent, Bureau of Community Affairs, 154 Berkeley Street, Boston 536-6700 |
| KRECKLER, John | Deputy Superintendent, Administrative Services 154 Berkeley Street, Boston 536-6700 |
| MILLS, James | Boston Police Patrolmen's Association, 611 Washington Street, Boston 426-4311 |
| ROSENBERG, Steven D. | Director, Planning and Research, Boston Police Department, 154 Berkeley Street, Boston 536-6700 |
| SWEENEY, Daniel J. | Chairman, Boston Police Patrolmen's Association, 611 Washington Street, Boston 426-4311 |
| WINSON, Raymond | Boston Police Patrolmen's Association, 611 Washington Street, Boston 426-4311 |
| BORRE', Peter | Staff Liaison |

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## SUBCOMMITTEE ON COURTS

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| *CAMERON, Lawrence, Esq. | First Assistant District Attorney, Courthouse Pemberton Square, Boston 227-9500 |
| BRADLEY, Bernard E., Esq. | Mass. Defenders Committee, 8 Beacon Street, Boston 742-5120 |
| CREEDON, Ronald, Esq. | Assistant Clerk of the Supreme Judicial Court, Pemberton Square, Boston 742-9250 |
| FISKE, John A., Esq. | First Assistant Corporation Counsel, One City Hall Square, Boston 722-4100 Ext. 657 |
| HURLEY, Walter J., Esq. | Chairman, Criminal Law Committee of the Boston Bar Association, 16 Beacon Street, Boston 742-0615 |
| KEATING, Edward V., Esq. | Clerk of Suffolk Superior Court for Criminal Business, Pemberton Square, Boston 742-9250 |
| KREINDEL, Burton | Subdepartment Head, MITRE Corp., Rt. 62, Bedford, 271-2000 |
| MUSTO, Angelo R. | Deputy Commissioner of Probation, Saltonstall Bldg., 100 Cambridge St., Boston 727=5305 |
| O'CONNOR, John J., Esq. | Chief Probation Officer for Suffolk County, New Courthouse, Pemberton Square, Boston 742-9250 |
| POITRAST, Francis G. | Chief Justice of the Boston Juvenile Court, New Courthouse, Pemberton Square, Boston 742-9250 |
| ROMANOW, Joseph S. | Legal Systems Analyst to Chief Justice Walter McLaughlin, Pemberton Square, Boston 742-2040 |
| WALKER, Owen, Esq. | Staff Assistant to the Chief Justice of the District Courts, Pemberton Square, Boston 742-9250 |
| MCKENNY, Manuel V., Esq. | Clerk of the Dorchester District Court, 510 Washington Street, Dorchester 288-9500 |
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## SUBCOMMITTEE ON CORRECTIONS

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| BAKER, Robert | Special Sheriff<br>Suffolk County House of Correction<br>Boston, Massachusetts |
| * MCBRINE, Joseph | Commissioner, Penal Institutions Department<br>One City Hall Square<br>Boston, Massachusetts<br>722-4100, Ex. 188 |
| WALL, Richard | Budget Director<br>Administrative Services Division<br>One City Hall Square<br>Boston, Massachusetts<br>722-4100, Ex. 504 |
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## SUBCOMMITTEE ON COMMUNITY ORGANIZATION

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|---|---|
| *SAUNDERS, Lena Mrs. | Director, My Friend the Policeman, Inc.<br>14 John Eliot Square<br>Roxbury, Mass. 442-5157 |
| EAVES, A. Reginald | Administrator, Mayor's Office of Human Rights<br>One City Hall Square<br>Boston, Mass. 722-4100, Ext. 8823 |
| FARRINGTON, David | Correctional Assistance Programs<br>Boston YMCA<br>316 Huntington Avenue<br>Boston, Mass. 536-7800 |
| SEGAL, Robert | Jewish Community Council of Metropolitan Boston<br>72 Franklin Street<br>Boston, Mass. 542-7525 |
| SULLIVAN, Jeremiah P. | Superintendent, Bureau of Community Affairs<br>154 Berkeley Street<br>Boston, Mass. 536-6700 |
| TATUM, Richard | A.B.C.D.<br>150 Tremont Street<br>Boston, Mass. 742-5600 |
| PAYNE, A. Ray | Staff Liaison |
| CARLSON, Janet | Associated Foundations |
| MORSE, David | Youth Activities Commission<br>400 Shawmut Avenue<br>Boston, Mass. 261-3200 |
| STEADWELL, David | Council on Elders<br>14 John Eliot Square<br>Roxbury, Mass. |

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## SUBCOMMITTEE ON JUVENILES

| | |
|---|---|
| *JONES, Clarence | Executive Director, Youth Activities Commission, 400 Shawmut Avenue, Boston 261-3200 |
| *MORSE, Dave | Youth Activities Commission, 400 Shwmut Avenue, Boston 261-3200 |
| CHISHOLM, John | Lieutenant, In-Charge, Youth Aid Unit, Boston Police Department, 154 Berkley Street, Boston 536-6700 |
| EAVES, A. Reginald | Administrator, Mayor's Office of Human Rights, One City Hall Square, Boston 722-4100 Ext. 8823 |
| HARRISON, William | Assistant Superintendent, Boston Public Schools, 120 Boylston Street, Boston |
| LEFF, Jack | Council of Elders, John Eliot Square, Roxbury |
| MONAHAN, Bill | Tufts New England Medical Center |
| PARKS, Paul | Administrator, Model Cities Administration, 2401 Washington Street, Roxbury 442-6601 |
| SAUNDERS, Lena | Director, My Friend the Policeman, Inc. 14 John Eliot Square, Roxbury 442-5157 |
| SEGAL, Robert | Jewish Community Council of Metropolitan Boston, 72 Franklin Street, Boston |
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